

GOVERNOR TELLS SONS OF THE STATE'S NEEDS

Recommends Stringent Private Bank Regulations—Favors Educational Appropriations.

Anxious to Get Partisan Boards Under His Absolute Control—Discusses Agricultural Conditions at Length With Special Reference to Irrigation—Economy is Urged.

GOVERNOR CUTLER'S message occupied most of the time of the legislature yesterday. The senate and house met in joint session in the hall of representatives at 2 o'clock, with President Love of the senate in the chair. Governor Cutler appeared about 2:15 o'clock, and at once began the reading of his message. The reading occupied about 15 minutes, and at 2:30 o'clock, when the joint session adjourned for the day.

Governor Cutler read his message in a clear voice and was listened to attentively throughout. Many of the legislators complimented the message as a splendid business document.

Senator Johnson of Piute county introduced the first bill of the Sixth legislature. The bill was presented to the senate at its session prior to the joint session, and under suspension of the rules, was unanimously passed in something like thirty-six seconds. It once went to the house, where it was with an equally cordial reception, and was promptly passed. It provides an appropriation to defray the expenses of the present session.

Senate bill No. 2 was introduced by Senator Williams of Salt Lake. It was given its first reading by title and filed awaiting the appointment of committees. The bill provides for an appropriation of \$15,000 for the establishment of a central Utah experiment station, to be located somewhere between Box Elder and Juab counties, by the board of trustees of the Agricultural college, and to be conducted as a branch of the Agricultural college. The bill also provides for an appropriation of \$8,000 for the southern Utah experiment station.

The reading of the journal and the adoption of the rules of the Fifth session constituted the other business of the senate.

The house listened to the reading of the journal, passed the expense bill and declared a recess until the arrival of the senate. After the houses went into joint session, Senators Bamberger and Lawrence and Representatives Austin and Stewart were appointed to escort Governor Cutler to the hall. At the conclusion of Governor Cutler's message the legislature adjourned until 2 o'clock this afternoon.

TEXT OF MESSAGE FROM GOVERNOR

Governor Cutler's message to the legislature was as follows:
Executive Office, Salt Lake City, Utah, Jan. 10, 1905.

To the Honorable Members of the State of Utah:

I esteem it a great pleasure, as it is made my duty by constitutional requirement, to present to you this day in its sixth regular session, and to submit for your consideration a statement of the condition of the state of Utah, and suggestions as to needed legislation.

Since the last session of this body a change has occurred in the position of chief executive of Utah. On the completion of the term of office of the first governor of our state, the Hon. Heber M. Wells, has retired from the office, leaving behind him a splendid example. The same can justly be said of all who have had part in the state administration. I am sure that the desire of every member of this legislature is, equally with mine, that Utah's high position be maintained, and the interests of the state advanced. I know I can count on your active and intelligent co-operation in the work required to keep our state in the line of progress and prosperity.

Outlook is Propitious.

In his last message to the legislature, my predecessor called attention to the favorable conditions then prevailing in Utah. I am pleased to be able to state that those conditions have continued, and are still prevailing. Capital is still seeking avenues of investment in Utah, and the products of the field and flock are plentiful, and command good prices. Farmers and stockmen are partaking of the benefits arising from improved markets for their produce and labor.

A notable feature of our industrial growth is seen in the establishment of manufacturing enterprises, and the support afforded to such industries. The money kept at home by these manufacturers, which would otherwise be placed in circulation elsewhere, is forming now, and will form more and more in the future, an important part of the state's resources. The state's products are being marketed, and the securing of outside markets for them, is proving a most important factor in Utah's development and wealth.

Utah Has Prosperity.

It is a cause of sincere congratulation that on account of the industry and enterprise of our citizens, the products of our farms, mines and factories are finding an ever-widening market abroad. The wise, statesman-like policy that has secured prosperity to the nation, is giving the same boon to Utah. So far as legislation will aid in continuing this prosperity I am sure you will keep this essential object in view in all your enactments.

As you are aware, your legislative work will consist of two parts, amending or repealing existing laws, and framing new ones. Every law should be able to stand two tests: First, that the enactment is necessary, and, second, that it is clearly in all its terms. It is possible for a state to be overladen with statutes. Over-legislation is fully as harmful as insufficient legislation. I trust that the members of the present legislature will show discretion and conservatism with reference to new legislation.

Whenever laws already on the statute books have been tried and found wanting, or when the experience of our own or of other states has proved the need of amendment—and only in such cases—should changes be made.

Election of Senator.

One of your most important duties is the election of a United States senator. In common with all the other citizens of this state, I am, of course, desirous that Utah should be worthily represented in that position should be a man of great

reputation and ability. It is the highest office in the gift of the state, and the character of our citizenship will largely be judged by the manner of man you send there. Not only that, Utah's prestige and influence in the work of the senate will depend, in great measure, on the legislative ability of the man chosen as senator.

Next in importance to doing this work well is doing it without unnecessary delay.

FINANCES OF STATE ARE DISCUSSED

The report of the state auditor, submitted herewith, shows that all the matured obligations of the state have been met, and all warrants paid when due. Owing, however, to certain appropriations out of the ordinary, there is not so much cash on hand as was the case two years ago. The most important features of the report of the state auditor will be reviewed in brief, and recommendations made accordingly.

Needs For Next Two Years.

Following is a tabulated statement of the estimated needs of the state for the years 1905 and 1906. I wish to understand that wherever, in the following parts of this message, I endorse recommendations for appropriations made by various boards of management of state institutions, it is merely from the standpoint of the merit of the case, and must be left to your judgment whether the revenues of the state will justify the appropriation asked for and endorsed.

Legislative department	\$5,200
Executive department	22,000
State treasurer	15,000
Attorney general	4,800
Fish and game commissioner	12,740
State board of corrections	6,000
State engineer	6,000
State bank examiner	3,000
Dairy and food commissioner	4,400
State chemist	2,000
Judicial department	218,400
University of Utah	111,500
Agricultural college	282,100
State of the deaf and dumb and blind	62,200
State industrial school	60,000
State mental hospital	173,100
State board of health	11,200
Utah Art institute	2,000
University of Utah	65,140
Bureau of statistics	8,000
State board of land commission	39,800
State board of pardons	13,000
State board of equalization	12,424
State board of corrections	11,424
State board of horticulture	1,500
Deseret Agricultural & Manufacturing	55,000
State board of education	1,500
State board of examiners	12,500
State board of land commission	72,350
State board of sheep commission	7,000
State board of health	5,800
State board of corrections	3,500
State's proportion certain county	55,000
Bounties on wild animals, etc.	25,000
Redemption fund to take up bond	50,000
Expense conveying convicts to	2,000
Expense prison experiment	500
Three-thirds of bounty on grass	15,000
Two-thirds of bounty on water rights	50,000
Arid land reclamation fund commission	15,000
Arid experimental farms	15,000
Irrigation, and drainage	10,000
Total	\$1,947,925

State's proportion of certain salaries	7,500
Outstanding certificates for	30,000
Deficits authorized by state board of examiners	5,000
Agricultural college	5,000
University of Utah	5,000
State board of corrections	5,000
St. Louis exposition	10,000
State guard of Utah	200
Attorney general contingent	300
State bank examiner	300
Total deficits	\$8,950

Grand total \$2,036,900
(This estimate does not include anything for roads and bridges.)

Paring is Necessary.

As you see from the above tabulation, the estimated needs of the state as a whole, including public institutions, heads of departments and fixed charges provided for by enactment, are \$2,036,900. The estimated receipts for the corresponding period, including the balance in the treasury, are only \$1,887,875. It is plain that a cutting down of appropriations below the estimates will be absolutely necessary. I trust that you will use the utmost care in seeing that, so far as possible, these reductions are made where they will least hamper the progress and prosperity of the state.

Regarding the deficits enumerated above, permit me to suggest that they should be met by the state having in hand the expenditure of public funds, appropriated by the legislature for a certain period, to use that the expenditures are kept within the limit of the appropriation, and no deficits incurred. It is understood, when the appropriation is made, that the expenditure should not go outside the limit set.

Recommendation on Bounties.

An illustration of the creation of a deficit by the provisions of the law itself, is brought to your attention by the state auditor's report. He reports that, after exhausting the appropriation of \$20,000 made by the last legislature, to pay bounties for the destruction of wild animals, there are certificates outstanding and unpaid amounting to \$20,000, for which the state is liable. While the law providing a bounty for the destruction of wild animals is commendable, and its enforcement has been productive of great good, the state finances will not, in my opinion, permit of so large amounts being paid for this purpose. I therefore recommend that the law be amended so as to provide that when the fund for this bounty is exhausted the state auditor shall be required to give public notice of that fact, and that liabilities against the state on that account shall cease from



A Few Things Seen at the Legislature by The Herald Cartoonist.

that time. It should be made impossible to create a deficit.

I am informed, also, that there is great difficulty in distinguishing between coyote and wolf scalps, and it is stated that in many instances the bounty of \$5 allowed for the killing of a wolf is paid for a coyote. I therefore recommend that the bounty for these two animals be made uniform.

RECOMMENDATIONS MADE BY THE STATE AUDITOR

The report of the state auditor makes mention of matters which are worthy of your careful attention.

During the nine years of statehood no increase in indebtedness has been incurred. The total indebtedness of the state at present is represented by bond issues aggregating \$900,000, and a fund of \$50,000 has already been set aside to meet the first issue of bonds, to mature in 1910.

Regarding the law regulating the testing and sealing of weights and measures, the auditor states that there is not a county in the state in which the official of school districts, cities, towns and villages, and properly tested, and making it obligatory upon the owners of weights, measures, scales and beams to have them tested and sealed by the county sealers.

In the matter of examining public accounts, I would recommend greater strictness. At present the law provides that it is the duty of the auditor to inspect, in his discretion, the books of any person charged with the receipt, safe-keeping or disbursement of public moneys. Believing that this examination should occur at least once a year, I recommend that the law be amended (section 2421, 14) by striking out the words "to inspect, in his discretion," and inserting in lieu thereof the words "to audit at least once a year."

Care of Public Funds.

Another subject which requires the prompt and careful attention of the legislature is a proper system for depositing and safely keeping the public funds, whether school, city, county, or state. The constitution provides that the official of school districts, cities, towns and villages, and properly tested, and making it obligatory upon the owners of weights, measures, scales and beams to have them tested and sealed by the county sealers.

Under the law, the state board of land commissioners has control of the investment of the several land grant funds, and I am informed that the funds have been invested in bonds and with good security. The securities are principally farm mortgages and usually have been promptly paid. In some cases there will have to be foreclosures, and to provide for the expense of such proceedings would suggest that a small fund be appropriated for this purpose.

Present Status of Funds.

The amounts of the various funds at present invested are set forth below:

Agricultural college	\$5,192.33
Deaf and dumb	36,221.20
Insane asylum	21,425.40
Institution for the blind	21,425.40
Normal school	26,395.70
Public buildings	12,540.00
Reform school	37,426.33
School	39,621.71
School mines	42,945.30
University	213,638.10

The experiment of sinking artesian wells, under the provision made by the monies of the legislature, has not proved very satisfactory. It is questionable if the experiment should be continued.

Your attention is called to the status of the sale of the old university site to the Salt Lake City board of education. There still remains a payment of \$50,000 to be made, and no agreement has as yet been made as to the terms of extension of time of payment.

Under a provision made by a previous legislature, the land commissioners made a loan of \$100,000 to the University of Utah, half of which has been paid as it became due. Through an oversight, provision was made for the payment of interest on the remaining \$50,000 only to Jan. 1, 1904. You, of course, will provide for the payment of this interest, and make arrangements with the board of education regarding the extension of time of payment of the remainder due the board of regents, so that they will be able to take care of the payment of the loan to the board of land commissioners.

FAVORS LIBERALITY FOR EDUCATION

We may justly be proud of the position of efficiency to which our schools

have attained. That this proficiency has attracted favorable notice elsewhere is proved in the awards given to the state of Utah at the recent St. Louis exposition.

The duty of the state to care for the education and training of its future citizens is now an unquestioned one. Results in states where proper care has been exercised in this regard more than justify the labor and expenditure. This is illustrated in our own state, where the per capita of expenditure for school purposes has increased in the past four years from \$5.50 to \$19 per school child. Educational results have increased in proportion. The value of the state property per pupil is now \$40, a large increase being shown during the last few years. The good results of this use of property for school purposes are shown in the fact that the literacy of the state has increased in the same period from 5.6 per cent to 3 per cent.

In his biennial report, herewith submitted, the state superintendent of public instruction makes several recommendations. Among them is the recommendation that a greater number of rural high schools be established as rapidly as possible. From the fact that the student number of these schools have not been established, hundreds of young people are forced to leave home to secure an education higher than the grade schools provide, while thousands are deprived of the opportunity of securing that higher training.

Urges School Board of Examiners.

Under the present system of examining teachers, it often happens that there is a variety of standards of excellence, differing according to the views of the examining boards. Under this system, an applicant who has passed a good examination in one of the counties, finds on going into another county to teach that he has not come up to the standard of excellence required there. To obviate this difficulty, it appears that it would be well for a state board of examiners of teachers to be created, whose duty it shall be to prepare examination questions and also to grade the papers of applicants, so that what part of the state the examination has taken place. Such a provision would not only give greater uniformity in the grading of the teachers, but bring about a greater efficiency in their work, but, it is said, would result in a saving of about \$1,000 annually.

I am in favor of any legislation which will increase the efficiency of the public schools, and these suggestions of the state superintendent are submitted to you, with the knowledge that you will take the most prompt and decided action for the best interests of the schools as a whole.

University of Utah.

There is submitted herewith the report of the faculty and board of regents of the University of Utah. In connection therewith, I submit for your consideration their recommendations as to needed appropriations for the university for the work of the next two years. In order that the needs of the institution shall be fully understood, it is necessary to call attention to the fact that, as at present constituted, the university consists, in effect, of four distinct schools, viz., the university proper, or school of arts and sciences; the State School of Mines; the State Normal school, and the Branch Normal at Cedar City. The needs of these different parts of the institution are segregated by the regents as follows:

For general maintenance (bal- ance)	\$148,780.00
For buildings, supplies, etc.	14,140.00
University proper	14,140.00
State School of Mines	62,410.00
State Normal school	15,100.00
Branch Normal school main- tenance, supplies	40,000.00
Gymnasium building	50,000.00
Improvement of university grounds	5,000.00
Total appropriation needed	\$325,430.00

By "balance" under "general maintenance," is meant that out of a total of \$220,000 required for this purpose, it is estimated that \$55,500 will come from interest on land fund, registration fees and appropriation by Salt Lake City board of education to the Training school.

Among the items enumerated above I wish to call your attention to the one which is \$50,000 for a gymnasium building on the university grounds. The reason for appropriating this amount are set forth in the report.

Favors Total Appropriation.

Regarding the total appropriation asked for, it is my opinion that the amount is not by any means too large for the needs of this important institution. Your appropriation of this amount asked for must, of course, be contingent on the expected revenues of the state being sufficient to meet this and other needs. But unless compelled to do so by the most urgent reasons, I believe you should not cut down the appropriation for the university below the very conservative amount asked for by the regents. We are proud of the growth of the state university in

numbers and prestige, and it is to be hoped that its further growth will not be hampered by want of funds.

Incorporated in the report of the regents is a comparative statement of the cost of maintaining the University of Colorado, as well as a summary of appropriations for buildings for our university during its history, and a statement of the buildings now available for the department of large extent upon the report. To these elements of the report, as well as to the report as a whole, your attention is especially called.

It seems to me that it would be wise to make the regular entrance fee to the state educational institutions uniform, at least \$10 for the residents of the state.

The state normal school, which is made a part of the university by law, is maintained and its maintenance is maintained to prepare teachers for the public schools. The duty thus devolving upon the school is the greatest and the most important of all the duties of the state schools. Therefore, no effort or means within our reach should be spared to make it possible for the state normal school to discharge its whole and great duty to the state.

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of instruction improved. Especially is the management to be commended on the establishment of the merit system, by which each inmate receives the benefit of proper behavior.

The report of the trustees shows that the male inmates are receiving instruction in shoemaking, carpenter work, blacksmithing, brick making, agriculture, farming and gardening. The girls are given instruction in sewing, fancy work, and in operating the knitting machine, as well as in domestic work. The trustees ask for additional branches of manual training, such as harness, broom, brush and basket making, and the repair of old furniture. They also urge the connecting of the institution with the Ogden City water system, and the purchase of additional land for better culture.

On Jan. 10, 1905, there were twenty-two inmates, a slight increase over a year ago. I insert here the needs of the institution, for the care of these inmates for the next two years:

For general maintenance	\$40,000.00
To connect with city water	3,000.00
For purchase of new building	7,000.00
For improvements and library	10,000.00
For provision for manual training	10,000.00
Total	\$60,000.00

I am of the opinion that the amount asked for is reasonable.

NEEDS OF THE MENTAL HOSPITAL

The report of the state board of insanity, having in charge the state mental hospital, is submitted herewith. It shows steady improvement in the condition of the buildings and fixtures, improved methods in heating, lighting, etc.

The actual expenses of the two-year period, for all purposes, amounted to \$168,470.40. This includes a large expenditure for the erection of new buildings and the repair of old ones. The daily per capita cost for care of patients has increased during this period, as compared with the preceding two-year period, from \$2.75 to \$3.45 cents. This is due to the increased cost of provisions, material and labor, and the greater number of attendants employed.

The following estimate of expenses for the ensuing two years is submitted by the board:

General maintenance, including care and treatment of patients, clothing, provisions, fuel, etc.	\$104,000.00
New building, for men patients	25,000.00
Bath rooms, toilets, etc., for both men and women patients	10,000.00
Improvements and library	5,000.00
For purchase of new building	3,000.00
For improvements and library	3,000.00
For provision for manual training	3,000.00
Engineer's fitting shop	800.00
Total	\$173,800.00

Among these items you will observe the need for a new building for men patients, calling for an appropriation of \$25,000. Considering the present condition of the finances of the state, and the need of righting the ledger, the expenditure of funds, I am of the opinion that it would not be prudent to attempt the erection of this building in the next two years. A building costing this amount was erected last year, and it seems to me that it will be possible to dispense with the erection of another such cottage until the legislature meets again. It appears to me that a part of the main building could be used for the accommodation of the class of patients for which the new building was intended. You will please take this matter under careful advisement, consulting with such officials as you think necessary. I am of the opinion that the appropriations asked for for all other purposes are reasonable and conservative.

I wish to compliment the management of this important institution for the excellent condition it is in. It is a subject of congratulation to the state, and the property of the institution is well taken care of, and is well provided for.

CONDITIONS AT THE PENITENTIARY

The report of the state board of corrections is submitted to you herewith. The property of the institution is reported as being in good condition, and the value of the property is duly tabulated.

On Oct. 2, 1903, a desperate attempt at jail delivery was made by some of the most reckless criminals then imprisoned. As a result of this attempt, two of the inmates were killed, injured, and a considerable expense was brought upon the state. Discipline was, however, immediately restored, and affairs at the prison were soon settled without serious interruption.

During the legislative session of 1903 a law was passed making eight hours the normal day in the institution, operated by the state. This law has been fully tested, and is in successful operation. Some objection has been made to its provisions, but these are being entirely overcome.

A deficit of \$5,500 has been incurred, and I suggest that an appropriation be made as soon as possible in the present session, to provide for this deficiency being met.

Needs of the Institution.

Following is a segregated list of the needs of the board for the next two years: